DOCUMENT RESUME

ED 212 041 EA 014 314

AUTHOR Cawelti, Gordon
TITLE Training for Effective School Administrators.
PUB DATE Aug 81
NOTE 23p.; Paper presented at the Annual Meeting of the National Conference of Professors of Educational Administration (35th, Seattle, WA, August 16-21, 1981).

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Administrator Education; *Administrator Role; Course Objectives; Educational Administration; Elementary Secondary Education; Higher Education; *Leadership Training; *Management Development

ABSTRACT

Forces of societal change have placed new demands on school administrators for skills to manage schools. The result has been an increasing realization of the need for improved university preparation programs and for more effective Human Resource Development (HRD) for practicing administrators. A growing body of research shows a very positive relationship between the leadership ability of principals and student growth in basic skill achievement. A comprehensive HRD program for potential or practicing school administrators requires substantial time, must be a sustained effort, and entails four major components. The first component is training in leader behavior. Administrators need to be helped to be sensitive to alternative models of leader behavior and to the human behavior aspects of leadership. The second component, training in management skills, involves the classic management functions of planning, organizing, and directing. The third component, training in instructional leadership, includes curriculum development, clinical supervision, staff development, and teacher evaluation. The final component of a comprehensive HRD program is the traditional administration course, covering such topics as school finance, theory, law, personnel, collective bargaining, public relations, and educational technology. (Author/MLF)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED212041

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

X Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Gordon Cawelti

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

TRAINING FOR EFFECTIVE SCHOOL ADMINISTRATORS

GORDON CAWELTI
EXECUTIVE DIRECTOR
THE ASSOCIATION FOR SUPERVISION
AND CURRICULUM DEVELOPMENT
ALEXANDRIA, VIRGINIA

Presented at the
National Conference of Professors of Educational Administration
Seattle, Washington
August 1981

EA 014 314

TRAINING FOR EFFECTIVE SCHOOL ADMINISTRATORS

There are unprecedented demands on today's administrators for results. The public often doesn't understand the reasons for not bringing all students to a reasonable level of competence at graduation, and they often don't care why. Such movements as accountability and competency testing are evidencing some gains here and there, but more often they have not produced any dramatic breakthroughs. Although we are now graduating three-quarters of the age group, the ambitious social experiment of attempting to educate everyone is failing in many communities, particularly those in urban areas.

This is distressing to many but particularly to the "common man," whose youngster is more apt to be failing than children from more affluent families. The distress becomes more acute when it intrudes on the great American dream of schooling for improved upward social mobility - if the "common man's" youngsters can't climb out of the factory or menial job after having been schooled, how <u>can</u> he or she? Children in schools today are the first generation of Americans facing the likelihood of achieving a lower level of educational attainment than their parents.

New Demands - Changing Conditions

The political response to this squashing of the dream has been the passing of competency and accountability laws, a press for vouchers and tuition tax credits, and frequent "throw the

(liberal) rascals out" kinds of local school board elections. The legislation of learning is here.

During this same last decade, the federal government has mandated or pressured for far greater equity in the public schools - for better education for the handicapped, improved access to job mobility for women, desegregating schools, assuring constitutional rights for students, and improving basic skill achievement for youngsters from low income families. In addition, both state and federal governments have sought a response to societal problems (environmental decay, energy conservation, economic education) and personal concerns (drug and sex education) by compelling schools to teach something in these areas!

Few social institutions could withstand so much change, so many demands, and such political turmoil. And many schools didn't and aren't able to today. The mix of such forces as accountability laws and competency tests, plus mandates for equity and a more responsive curriculum has occurred during an era of declining enrollments, "lid" bills on state and local financing, and the collective bargaining process which now typically has salaries consuming from 85-90% of a school district's operating budget.

All of these forces have placed new demands on school administrators for skills never heard of or taught in universities several years ago. The result has been an increasing realization of the need for improved university preparation programs and more effective Human Resource Development (HRD) for practicing administrators. The resources allocated for HRD are grim in most districts, and the convincing data on the efficacy of such

endeavors is limited. I appreciate the opportunity to think with you on what the curriculum for school administrators should be and what pedagogy (or andragogy) will get best results in assisting them to better cope if not lead.

The Educator's Response

The response to such pressures from educational leaders has been a heavy press for a management approach to running schools or "systems" thinking and all that goes with such efforts for efficiency and effectiveness. Establishing precise goals in both a short and long range planning, closer teacher supervision, criterion referenced testing, and tougher performance evaluation for all have come to characterize life in many districts. Table 1 depicts the major components of "systems" approaches followed by some schools. Educators talked performance contracting to death (and contractors cheated) but the mystique of "management" continues, the concept is really not well understood by many of its admirers, and school administrators have frequently not been trained to Plan, Organize, Direct, and Control.

The Administrator's Perception of the Problem

Where does all this leave the practicing school administrator? Slightly bewildered and ready for early retirement.

If one examines rationally the sources of bewilderment - accountability, competency testing, mandated curriculum, negotiation and shrinking revenues - one can derive a set of skills very much needed by the contemporary school administrator:

- skill at building consensus among diverse viewpoints;
- skill at flexible programming to accommodate a variety of student needs;
- confidence in instructional improvement strategies that would offer some hope of getting results;
- organization development skills - relieving the pathology almost all organizations have;
- improved management skills.

This partial list doesn't look at all like those needs as perceived by school administrators. During the past five years, dozens of leadership training workshops I've conducted have opened up by asking principals and other leaders to write in a sentence or two what they see as their biggest leadership problem. When expressed in their own words, the list doesn't look anything like the "rationally derived" one above. Instead, their problems or needs list looks more like this:

- motivating teachers to accept new ideas (always number 1);
- organizing my time - time management;
- communication (whatever that may be);
- getting things accomplished without authority to do so;
- being too directive - asserting my views too strongly;
- involving others in decisions;
- too many forms to fill out - central office paperwork;
- discipline.

And the list goes on. In a typical group of principals, about 90% of the topics cited are <u>people problems</u> (or those of <u>relationship</u> behaviors in leadership training lingo). Only about 10% of such

spontaneously reported perceptions of leadership problems go like this:

- no sense of direction in our district;
- no priorities have been established;
- everyone pulls in different directions.

These comments of course reflect goal problems or those dealing with task behaviors. Only rarely does a school leader mention anything about improving productivity - improving achievement, reducing drop-outs, improving school climate, or motivating student interest in important societal issues.

This brings us to the dilemma early recognized by people training school administrators - how much to focus on perceived needs of administrators vs. the needs perceived by someone else such as productivity. HRD programs that are well received will deal with both, quite obviously, but what then is the substance of a curriculum that will have a tangible and positive effect on students, administrators and teachers?

A Proposed HRD Program for Administrators

A comprehensive HRD program for potential or practicing school administrators entails four major components, requires substantial time, and must be a sustained effort. The four components then are:

1. Training in leader behavior. Leaders are expected to lead, to provide a sense of direction, to motivate others towards attainment of goals, and to build consensus. We need to help people to be sensitive to style flexibility, alternative models of leader behavior and what they imply for the practitioner.

Typically training programs take people through conceptualizations of leader behavior, such as the Ohio State model, and the work of Fielder, Likert, Blake and Mouton, and Hersey and

Blanchard. My own work has done this for some time, but more recently I've found myself giving increased attention to the relationship behaviors (people) aspects of leadership. The education community is beginning to show interest in the concept of productivity (e.g., quality circles), the Quality of Work Life (General Motors) and is occasionally beginning to make application of McClelland's important work at Harvard on how to motivate people. Herzberg's work, well known to all of you, is necessary but insufficient, and knowledge of Theory Z is necessary to make use of Theory X and Theory Y.

Current efforts show some indications of resumption of interest in trait theory approaches. One researcher has concluded that good schools result when the principal is a person of vision, resourcefulness, and shows high leadership skill. I would add to my list having the ability to "size up" the school's needs and possessing a "can do" attitude, but these traits are tough to measure so probably not much will come of them in trait diagnosis.

NASSP's work in adapting industry's assessment center idea is a significant venture into better identification of persons capable of becoming educational leaders. See Table 2 for a listing of the traits now under the scrutiny of validation study. The current refinement of the assessment center may be a useful resource to school districts since personnel operating these centers are developing training experiences designed to strengthen leader traits

known to have a relationship to effective leadership.

Useful HRD experiences can range from an intensive workshop on leadership style to an informal seminar discussing James McGregor Burns' book, Leadership. Efforts should be made to stimulate a lifelong interest in continuing one's professional development in the study of leader behavior.

2. Training in management skills. The management approach to leading an institution is, very simply, a disciplined way of looking at one's job that helps put application of leader behavior knowledge into perspective. I never cease to be amazed at discussions when principals debate whether they ought to conceive of themselves as being a "manager" or "instructional leader." If one pushes the discussion a little, you often find that the "manager" role advocate doesn't really mean management in the sense of its classic functions. Instead, they are really referring to operations - a maintenance role in handling logistics, schedule, policy interpretation, etc. An "operations role" is not to lead, any more than simply a management role is. Leadership implies providing a vision or sense of direction.

The classic management functions are:

- Plan - requires training in various formalized planning systems ranging from a relatively simple but useful Gantt chart to systems for much more complex Program Evaluation and Review Technique (PERT) and other Critical Path Methods (CPM). Improving skills in forecasting,

establishing short and long term goals and implementing an MBO approach are appropriate topics on planning as are budgeting and policy making. Table 3 cites basic elements involved in goal setting.*

- Organize - this management function refers to the grouping of activities or functions necessary to accomplish goals and plans and assigning the authority and coordination needed. Drucker has suggested that organizational structure can be determined by activities analysis, decision analysis, and relations analysis. Clarifying roles through job descriptions, studying issues of span of control and delegation, and other topics will help the administrator see more clearly his or her responsibility for the organizing function. Considering alternative roles for the assistant principal is a central issue. Most schools are organized the way they were last year rather than according to a structure that has been determined to be most likely to help attain the school's goals. Although some scholars classify it separately, selecting staff can also be subsumed within the organizing function.
- Direct (motivate) - refers to the manager's responsibility to operate, coordinate, "trouble shoot" and generally motivate employees to accomplish the goals of the organization. (While the training in leader behavior discussed earlier could be included here, I've given it

*Adapted from Odiorne, George S., "Guide to Successful Goal Setting."

separate status because of its importance.) This is the function in which most leaders spend most of their time and often are least effective. Topics for HRD programs here can include communication techniques, how to motivate teachers, conflict resolution techniques, and job enrichment approaches.

- Control - the classic management function of control involves (1) establishing standards, (2) measuring performances agains these standards, and (3) reallocating resources to correct deviations from standards or plans (e.g. adding a reading clinician to a school whose achievement is well below grade level expectations). The discerning reader will note the similarity of the control function to Bloom's mastery learning model. HRD training would include work on teacher performance evaluation developing systems for obtaining periodic data on achievement, and getting feedback on teacher morale or the leader's style. Some districts have developed Management Information Systems (MIS) to perfect these control systems. The problem with the control function is controlling it - not asking for too much data.

There are many examples of abuses of the management approach, particularly in the business community,* where preoccupation with the profit motive have distorted values and created inhumane working environments.

*For a scholarly analysis of this problem, see Maccoby, Michael, The Gamesman, (New York: Simon and Schuster, 1976), 285 pp.

The person sensitive to leader behavior issues will resist temptation to attain "goals at all costs." An early source of management instruction was the business school in universities, but more and more educational administration professors have become specialists in some of these functions.

3. Training in instructional leadership. The third component recommended for administrator HRD activities lies in the areas of skills and processes used to improve instruction. If a principal or superintendent is to be remembered as an instructional leader after five years in a school, what kinds of leadership activities will be given priorities? It is my contention that the four major instructional improvement processes used by schools to help teachers are:

- curriculum development - assessing needs, selecting goals and objectives, selecting and organizing content and learning activities, and evaluating the curriculum. Training experiences are available in all of these areas and must be provided to raise the confidence level of school administrators if they are to feel comfortable in doing curriculum work.
- clinical supervision - improving skills in this well-developed sequence which includes a pre-observation conference, observation and data collection as per a "contract" with the teacher, careful data analysis and

planning conference strategy, a followup conference, and a post conference analysis. Many persons are skilled trainers in clinical supervision who can help principals acquire this skill to the point that teachers will regard it as a valuable opportunity for professional growth.

- staff development - training in helping principals realize the potential of HRD activities, alternative resources for providing staff development, knowing principles of adult learning and the necessity for experiential approaches[1], and how to help teachers have opportunities to observe other teachers.
- teacher evaluation - since the primary purpose is acknowledged to be for improvement, the process should focus on factors known to be related to effective teaching, or on issues perceived by teachers themselves as weaknesses. The reliability of persons evaluating teachers can be improved by training and much can be done to reduce teacher dissatisfaction with this required supervisory activity.

It is clear that sustained staff development on a limited number of topics over a year's time will have more impact than "one shot" affairs.

The instructional leadership component is essential if we are to help increase the productivity of principals in school improvement. A recent ASCD study[2] investigated perceptions held by teachers, supervisors, principals, and superintendents on the adequacy of the extent to which

these four instructional improvement services are provided to teachers when they are needed. Typically only about a fourth or a third of any of these reference groups rated the adequacy of these services favorably, but the reference groups furtherest from teachers themselves tended to rate the instructional service more favorably. We clearly have a long way to go in improving the instructional services suggested in this model. Recent studies by Bruce Howell at the University of Tulsa suggest that principals most often spend only about 20% of their time engaged in the four components (this report on the data from time logs of several hundred principals across the country will appear in a future issue of Educational Leadership).

A majority of their time is reported to be spent on operational things, including forms and reports, discipline and parental involvement, and other non-instructional duties. Only a few principals reported spending up to 50% of their time improving instruction.

The reasons for this situation are numerous. The level of confidence in instructional matters is not high and the reward system is commonly on a "tight ship" more than having a good science or art program. Effective HRD programs can do much to overcome some of the restraints now existing.

4. Traditional (Generic) Administration Course Topics. In the past, many university preparation programs, or in-service education workshops, have focussed on topics such

as school finance, theory, law, and personnel. More recently topics such as collective bargaining, public relations, educational technology, and community involvement have become necessary in helping today's school leaders be successful. While these topics continue to be important, one can argue that a different emphasis may be needed.

Toward Effective Administrators

A growing body of research[3] shows a very positive relationship between the leadership ability of principals and student growth in basic skill achievement. Scholars such as Brookover, Edmonds, and Lezotte have much evidence to support this common sense proposition. Accordingly, if the school principal can have his or her skills improved, and the leadership effort focuses on the characteristics of effective teaching[4], one can anticipate more successful schools and a reduction in political moves to legislate learning, which, as Goodlad has suggested, offers little hope for real school improvement. See Table 4 for a citation of these teacher effectiveness/school effectiveness characteristics.

Summary

Table 5 represents the four components of a comprehensive HRD program for school administrators which I believe can serve to train people to have confidence that they can improve schools for children. You will have topics you feel are missing - change strategies or how bureaucracies work. But we can't do everything

and even these four components present a number of substantial curriculum problems.

In considering the redesign of HRD and administrator preparation programs, I believe these observations can be made:

- One immediately faces the classic curriculum problem of selection - there is far too much to teach in a limited amount of time.
- We know precious little about the effectiveness of alternative strategies such as lecture, training experiences, simulation, use of technology, and internships except that on the whole, the yield of HRD programs hasn't been high. How much instructional time is enough?
- Very little thinking has been done at the national or state level on systematic approaches to training people to be more effective administrators.
- The selection process has a great deal to do with producing effective leaders - highly selective institutions clearly have a head start.
- With more to teach, and with such high variation in backgrounds of persons in graduate programs or HRD workshops, more must be done in prior assessment, use of instructional technology, self-study, and other ways of improving the <u>efficiency</u> of our efforts.
- There needs to be more focus on the rudiments which lead to effective schools both in the areas of basic skills

plus knowledge of content and teaching strategy issues in various subject fields - there needs to be more focus on instructional improvement.

I would, of course, like to see educators who are intellectual leaders in a community - people comfortable with ideas and a zest for new knowledge. I do hope there will be some time left in the graduate experience or HRD workshop for the liberal arts faculty to help produce visionary leaders who are capable of thinking about the nature of the good life in the twenty-first century.

Many schools need revitalization as much as does American industry. The popularity of William Ouchi's Theory Z[5] is replacing McGregor's Theory X and Y as more significant in raising productivity. Theory Z is simply a special way of managing people which has worked with the Japanese and its emergence symbolizes the changing curriculum for educating school leaders. It is significant to note that the participative and humanistic elements present in Theory Z organizations are being adopted for use now by many "hard nosed management" types who are desperately seeking to improve productivity. We clearly are seeing in this emergence of the importance of Rensis Likert's[6] work two decades ago in describing System Four organizations where all factors mesh in supporting efforts to attain an organization's goals.

[1]My own view as to how one should plan for effective staff development is the TIME model (the acronym is appropriate since trainers never have enough time) which has the following components:

T - THEORY

Basic training session on some theory or principles that have been tested - avoid cookbook approaches.

I - INSTRUCTION, INTERACTION, INVOLVEMENT

Give trainees plenty of time to discuss, raise questions, critique, and share experiences.

M - MODELING

Show the trainees the behaviors being sought, use real people or materials, videotape or film, or field trips.

E - ENACTMENT

Compel the trainees to actually do the kind of teaching, supervising, evaluation, etc. that you are trying to teach them; simulation techniques are often useful.

Bruce Joyce would of course add the provision of coaching and feedback - after the trainees are actually performing the newly acquired task, they will continue to need assistance if they are really to acquire the skill permanently.

---

[2]Cawelti, Gordon, and Reavis, Charles, "How Well Are We Providing Instructional Improvement Services?" Educational Leadership, Vol. 38, No. 3 (December, 1980) : pp. 236-240.

---

[3]See, for example, the October 1979 issue of Educational Leadership which carries several articles on both school and he teacher effectiveness research. See also Lezotte, Lawrence, et al, School Learning Climate and Student Achievement (Institute for Research on Teaching, University of Michigan, 1980), 158 pp.

---

[4]Cawelti, Gordon, "Effective Instructional Leadership Produces Greater Learning," Thrust, 9 (Jan., 1980): pp. 8-10.

---

[5]Ouchi, William, Theory Z - How American Business Can Meet the Japanese Challenge, (Reading, Mass. Addison Wesley Publishing Co, 1981) 283 pp.

---

[6]Likert, Rensis, New Patterns of Management, (New York: McGraw Hill Book Co., 1961).

TABLE 1

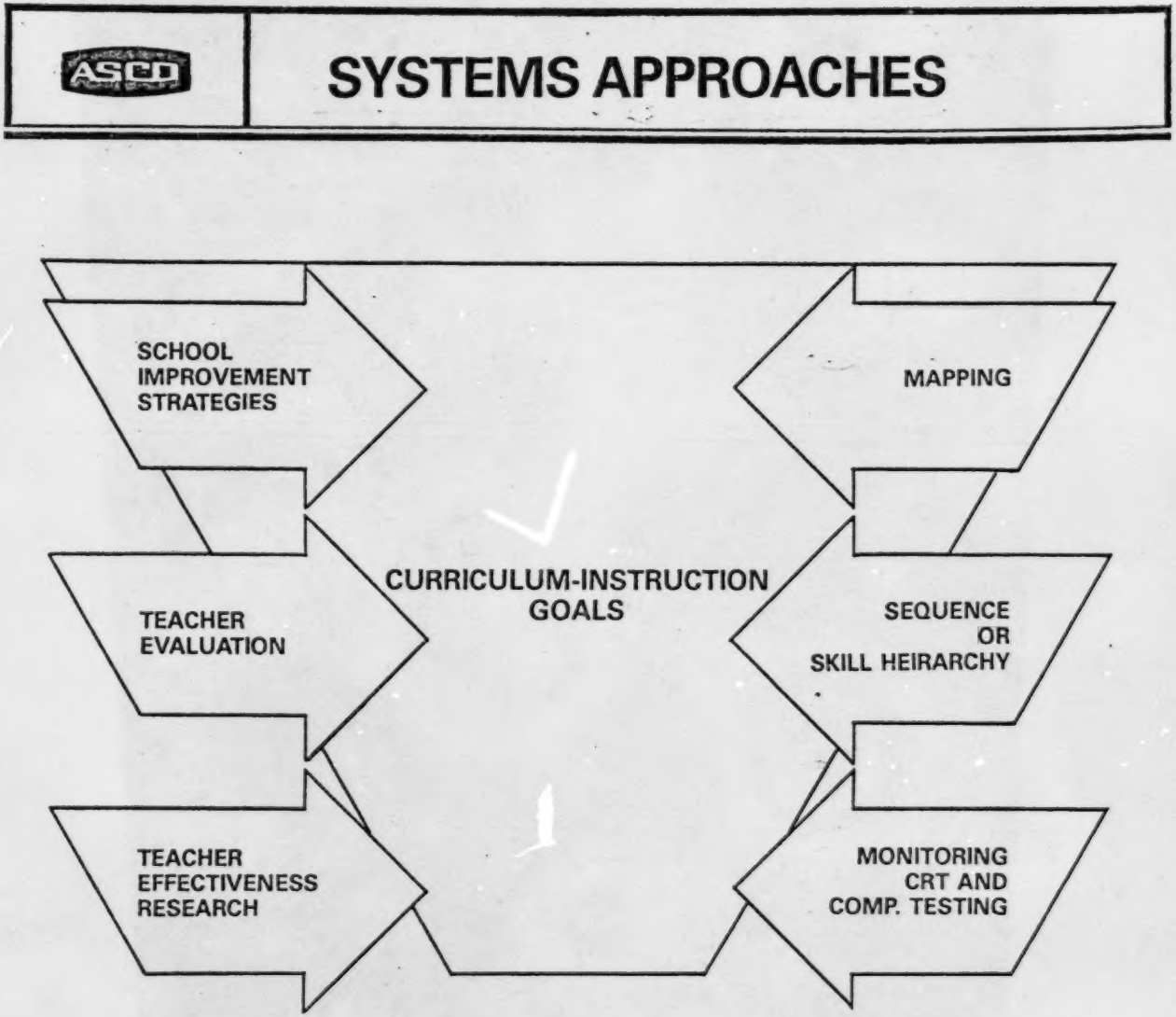
ASCD
SYSTEMS APPROACHES
SCHOOL IMPROVEMENT STRATEGIES
MAPPING
CURRICULUM-INSTRUCTION GOALS
TEACHER EVALUATION
SEQUENCE OR SKILL HEIRARCHY
TEACHER EFFECTIVENESS RESEARCH
MONITORING CRT AND COMP. TESTING

TABLE 2

12 Dimensions of Leadership - NASSP

- Problem Analysis
- Judgment
- Organizational Ability
- Decisiveness
- Leadership
- Sensitivity
- Range of Interests
- Personal Motivation
- Educational Values
- Stress Tolerance
- Oral Communication Skill
- Written Communication Skill

TABLE 3

GOAL SETTING FACTORS

Management		Instructional
Process		Outcome
Immediate		Long Range
Regular	Problem	Innovative

TABLE 4

RESEARCH-BASED FOCUS FOR INSTRUCTIONAL LEADERSHIP

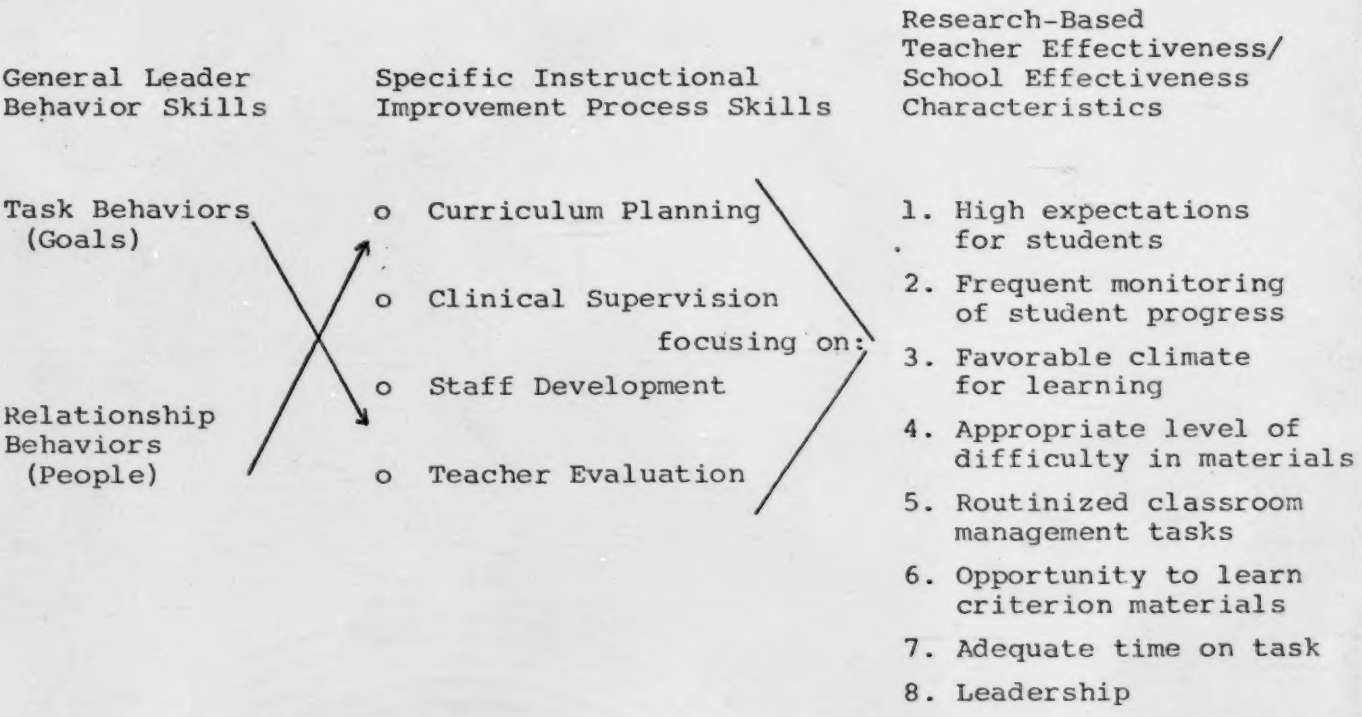
General Leader Behavior Skills
Specific Instructional Improvement Process Skills
Research-Based Teacher Effectiveness/ School Effectiveness Characteristics
Task Behaviors (Goals)
Relationship Behaviors (People)
o Curriculum Planning
o Clinical Supervision
o Staff Development
o Teacher Evaluation
focusing on:
1. High expectations for students
2. Frequent monitoring of student progress
3. Favorable climate for learning
4. Appropriate level of difficulty in materials
5. Routinized classroom management tasks
6. Opportunity to learn criterion materials
7. Adequate time on task
8. Leadership

TABLE 5

TRAINING EFFECTIVE LEADERS

COMPONENTS

MANAGEMENT FUNCTIONS Plan-Organize-Direct-Control	INSTRUCTIONAL LEADERSHIP SKILLS Curriculum Development Clinical Supervision Staff Development Teacher Evaluation
LEADER BEHAVIOR SKILLS Task Behaviors Relationship Behaviors 12 Administrative Skills Leadership Style	STANDARD TOPICS Law-Finance-Theory-Policy Analysis